

DEVELOPING A STRATEGIC PLAN FOR THE CITY OF EATON FIRE AND EMS  
DIVISION

Executive Leadership

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### Abstract

Eaton Fire and EMS Division does not have a Strategic Plan. Therefore, recommendations were developed to address this issue by answering the following questions: What should be evaluated as part of a strategic plan? What period should be covered by the strategic plan? What evaluation methods should be used to assess division operations? How should the plan be packaged and presented to council and city manager? Action research, a review of national standards and literature, as well as a review of historical data, were conducted.

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## Introduction

Proper planning is the foundation of every successful business and government organizations across the country. Standard planning process includes identifying the problem or goal, researching options, developing a strategy, identifying the resources needed, developing a plan that identifies the objectives needed to address the identified problem and the aforementioned strategies, reviewing the progress through benchmarking, and making the necessary modifications to the plan to achieve success. This is also true with strategic planning. Strategic planning in business and industry is essential for the future success of the organization. As a result of the strategic planning process, organizations modify production, marketing, pricing and other facets of the business to meet the goals and objectives of the strategic plan. Lack of a strategic plan in emergency services may result in inadequate staffing, poorly maintained or absence of appropriate apparatus, or insufficient financial resources to maintain or provide for operational needs. An organization that provides service to a community must also plan for the changing nature of service demands related to growth and demographic changes.

The problem is that the City of Eaton Fire and EMS Division does not have a strategic plan for the operation of the division. This is resulting in the inability to plan and budget for staffing needs, facility requirements and apparatus purchases that will affect future operation of the division and service delivery to the community. The purpose of this research is to identify the process for developing a strategic plan and apply that information for developing a strategic plan for the City of Eaton Fire and EMS Division. To provide adequate information to develop a strategic plan, the following research questions will be answered.

- What should be evaluated as part of a strategic plan?
- What period of time should be covered by the strategic plan?
- What evaluation methods should be used to conduct an assessment of division operations?
- How should the plan be packaged and presented to council and city manager?

Action research will be used to address the identified problem and to answer the aforementioned research questions. A review will be conducted of NFPA standards, Ohio Laws, and local ordinances, policies and standards and city budget and financial information. Additionally, an evaluation of local resources will be evaluated and a survey of community expectations will be conducted. The research results will be use to develop a strategic plan for the City of Eaton Fire and EMS

#### Background and Significance

The Eaton Fire and EMS Division serves the City of Eaton, population 8,500 (2000 Census), and three neighboring townships, population estimated at 4,000. Eaton is geographically located in the center of Preble County, Ohio, 35 miles west of Dayton, Ohio and 18 miles southeast of Richmond, Indiana and five miles south of Interstate. The City of Eaton is experiencing slow growth. As the county seat of Preble County, Eaton is the center of activity in a rural area associated with agriculture. Eaton offers an infrastructure and socioeconomic climate that is attractive to business and industry. The City of Eaton is home to several manufacturing companies and county service agencies. In addition, Eaton is an intersection for commercial truck traffic and an active rail line. Eaton was founded in 1806 as a village; the fire department was organized in 1835 as the Eaton Independent Fire Engine and Hose Company (Hiestand). The fire division

operated as a volunteer department for many years. It was not until 1971 that the City appointed its first full-time fire chief / inspector. In the period from 1971 to 2006, the fire division operated under the direction of several fire chiefs. The role of the fire chief was to organize a basic fire response and conduct fire safety inspections. The Eaton Fire Division operated under this organizational structure until September 2006.

Prior to 1973, like many communities, emergency ambulance service was provided by local funeral homes. Heistand (1992) wrote, “In 1972, the Eaton Jaycees started a drive to raise \$28,500 to purchase a properly equipped ambulance and related equipment to provide service within the City of Eaton and the rural areas supported by the Eaton Fire Division through contracts between the city and the townships”. The new Eaton Emergency Rescue Squad was staffed with volunteers and had a “Squad Chief” separate from the fire chief. The squad chief was a volunteer position until 1990 when the position was made full-time. These two divisions were operated independently for many years, rarely working together at emergency incidents. In 2005, the emergency squad chief announced her intention to retire in the fall of 2006.

It was during this time, the Eaton City Manager and City Council began to investigate the possibility of merging the fire and emergency squad divisions under one division head to streamline operations and control cost of operation. The city was finding that the duplication of resources, equipment and paying two department heads was not efficient use of resources. Following a year of research and discussion, city council directed the city manager to hire a firm to conduct an assessment and selection process for a new position of fire and EMS chief. The process resulted in the hiring of a chief to organize the merging of the divisions and to develop a staffing and operational

plan for the fire and EMS division. The new division head had 60 days to develop a budget and staffing plan for the coming year. The former volunteer organizations were restructured and funds were reallocated to provide for in-station staffing 24 hours a day, 7 days a week, and 365 days a year. Having only 60 days to prepare a plan, little time was spent evaluating operations or reviewing the divisions' standard operating procedures (SOPs), capital improvements planning, division policies, and employee certification and training.

With the initial staffing and operational plan approved and implemented, there was now time for additional research and planning. First to be evaluated was training. The separate divisions seldom trained together; only three employees were cross-trained and six more were in training to provide both fire and EMS services. Of the fire suppression force, only three employees were trained to Firefighter Level II, one trained as firefighter I, all remaining personnel, including the former fire chief, were trained as 36-hour volunteer firefighters. Evaluation of EMS operations revealed an insufficient number of EMTs and paramedics to staff two medics around the clock. Although the roster of the former EMS division was quite large, the EMS chief and her assistant would share the responsibility of covering two medics with the help of only a few dedicated employees.

The former fire division was experiencing similar staffing problems. The last recruit class was conducted in 2003, consisting of eight cadets, only four remain employed. In addition, the city manager's plan to hire a new fire chief from outside the division, replacing the existing chief, resulted in several resignations and retirements, so the suppression roster dwindled to fifteen. Fire and EMS staffing and training were of

concern. The former EMS division had two full-time employees, chief and assistant chief; both employees were paramedics with no fire training. The EMS division was staffing two medics with volunteers, five were stipend and the remaining personnel were volunteer. When volunteer or stipend employees were unavailable, which occurred often, the chief and assistant chief worked many hours to covering the medics. Along with staffing concerns, response times were often significant, averaging seven to eight minutes.

It was apparent that combining the fire and EMS divisions under one department head would be a challenge. There was a need to change staffing, operational procedures, policies and procedures, and training and recruiting. These organizational changes would not be successful without employing the processes and skills identified in the National Fire Academy (NFA) *Executive Leadership* (FEMA 2005). In the first year of the transition, nearly every topic covered in *Executive Leadership* was needed.

The first step was developing a vision for the combined division and influencing the personnel to support the needed changes. Influencing these people required establishing credibility through storytelling, networking and use of power. It became obvious there were employees that were ready for change, those that were in “wait and see” mode, and those that were not going to accept change any time soon. When the initial plan was developed and it was time to present it to city council, it became obvious city council needed to be influenced to support the recommendations. The timing of the aforementioned issues came prior to attending the *Executive Leadership* course at the NFA. Some errors were made during the reorganization process that, had this researcher had the information presented in *Executive Leadership*, the process



might have gone smoother. Now that a strategic plan is being developed for the organization, the information in *Executive Leadership* will be beneficial. This researcher will continue to develop as a leader and will also train and develop new supervisors. It was quickly discovered, the new supervisors had little exposure to formal management training. Thus, it was difficult to develop a plan that involved the input from entire organization. This researcher found consulting and deciding was the most effective decision making technique. As the plan is reviewed annually and the new supervisors develop management skills, staff involvement will increase, providing for a better end product.

#### Literature Review

A review of literature was conducted to identify an appropriate strategy for developing a strategic plan for the Eaton Fire and EMS Division. To determine the legal establishment of emergency services for the City of Eaton, a review was conducted of the Codified Ordinances of the City of Eaton (Drain, 2007). Chapter 143 of the ordinances established the fire division and provided authority to the fire chief to do what is necessary to combat fire and other like emergencies. This regulation also challenged the fire chief to provide the necessary instruction to members so they are efficient in the performance of their duties. Chapter 144 likewise established the EMS division and charged the chief with the same responsibilities in providing response to medical emergencies. The city ordinances do not provide information or direction on the level or types of services to be provided by the fire and EMS division.

To establish a benchmark for service delivery staffing and response times, National Fire Protection Association standard 1710 was reviewed (NFPA, 2002). This

standard identifies the need for fire response to be adequate and timely. The expectation for fire response for first alarm companies is four minutes or less, with the balance of resources arriving in eight minutes or less. This standard does not establish time lines for response to medical emergencies. The benchmark for medical emergency response was established years ago with the national standards for CPR and early defibrillation for heart attacks. This standard of care establishes the need for CPR to be initiated within four minutes, and advanced life support (ALS) to be established quickly thereafter. In the absence of citizen CPR, this would require responders to be on scene within four minutes and have the necessary training to provide CPR and ALS care.

Managing Fire and Rescue Services (MFRS) is a manual referenced by many emergency managers and city officials searching for direction on various topics (ICMA, 2002). MFRS, chapter 2 states, “As fire and rescue services continue to take on additional responsibilities, chief officers often find that their budgets, staffing, and general resources are diminishing while the workload is growing” (ICMA, 2002). This reference also establishes the basic priorities of a fire department: to prevent and control fires, eliminate loss of life, and reduce property loss. This establishes the need for strategic planning, including fire risk assessment of the community and internal audit of current services provided by the department. This assessment would conclude with development of a written strategic plan good for a period of not less than five years.

MFRS promotes the involvement of department administration, department personnel, city administration, elected officials, civic organizations, and other stakeholders in the planning process. This planning process should evaluate community risk, community resources, department training, and the department’s current services

and resources. The evaluation process should include fire suppression, fire prevention, public education, code adoption and enforcement, fire investigation, emergency medical services, hazardous materials mitigation, technical rescue operations, and emergency management. Many questions about the department's resources, personnel, apparatus and equipment, training, and administration will need answered to develop a strategic plan. This chapter concludes with identifying the importance of community risk management as it relates to the strategic planning process and the need for ongoing evaluation and adjustments to the plan.

Chief Fire Officer's Desk Reference (CFODR) dedicates a complete chapter to the subject of strategic planning (Buckman, 2006). In this text, a strategic plan provides a well thought-out approach to managing the operations of the department. The recommendation is for the fire chief to organize a strategic planning team to evaluate and make recommendations about current and future operations. The text suggests that going through the planning process will help to identify weaknesses that need to be addressed. CFODR also recommends the development of a planning team, using a more flexible approach to the planning process. What this suggests is the fire chief will assemble a planning team not made up of a specific demographic; rather, creating a well balanced team that represents all stakeholders as well as ranks in the organization. In addition, the team makeup should be based on the complexity of the organization.

CFODR suggests an eight-step process:

1. Define vision core values and mission
2. Analyze strengths
3. Analyze weaknesses

4. Identify opportunities
5. Identify threats
6. Set goals and objectives
7. Develop tactical and operational plans
8. Monitor budgets

Once the plan is developed, it is still considered a draft until it is presented to city administration and elected officials. CFODR also suggests that the fire officer remember the strategic plan is an active management tool to be used and updated on a regular basis.

*Simplified Strategic Planning* (Brady and Duncan, 2000) attempts to streamline the planning process. This source provides sound reasons for planning including avoiding extinction, understanding that business is not static, that it will change, and businesses that fail to adapt will not survive. One concept that is often heard, “Yesterday is gone, today is yesterday’s future”. The point is we can learn from the past, however, we cannot live there. Organizations must work to develop a planning team to meet the organizational needs of the future. The team should be large enough to provide a variety of perspectives, nonetheless, should remain manageable. It is recommended that participants include the CEO and some direct reports of varying personalities and backgrounds. It is suggested that natural and creative tensions be built into the team. This would include marketing, finance and operations. This concept will allow tensions to surface and be resolved during the planning process. Even though Brady and Duncan (2000) gear their concepts around businesses that sell products, the simplified concept as identified can be applied to service type organizations. Brady and

Duncan suggest the first three steps include gathering data from the external situation, the internal situation, and the organizational capabilities and competencies. The next part of the planning process, step four, is gathering and reviewing the organizational, product, and market assumptions, and developing ideas to address those assumptions. The fifth step is strategic assessment of issues that pose the greatest risk to the organization. Six is developing strategies; this gives the organization direction. The seventh step is gaining commitment through development of the mission statement, and identifying goal and objectives. The remaining steps include developing action plans, budgets and schedules, the so-called implementation phase of the planning process. Like other approaches to planning, Brady and Duncan (2000) suggest an assessment of strengths and weaknesses. The difference comes with their suggestion to focus only on strengths and not putting time into correcting weaknesses.

A review of *Fire Department Strategic Planning, Creating Future Excellence*, (Wallace, 2006) provided details on the planning process. Wallace evaluated many references on strategic planning and formulated a reference for fire service agencies to use prior to, during, and following the planning process. Similar to other planning process materials, Wallace promotes thinking and acting strategically, dreaming of what the fire department should be, and acting to make it happen. Strategic planning helps an organization prepare for the future, including any problem that is presented. Strategic planning can have a positive impact on the organization and personnel. Sharing the vision and involving personnel in the planning process keeps their interest and provides them with a stake in the organization. Often, organizations without direction have

problems with morale and productivity. Wallace (2006) identifies three important aspects of the planning process: values, vision, and the ability to think strategically.

Wallace (2006) defines strategic planning as, “a process that challenges an organization to base its decision making in its values.” The planning process will improve the performance of the organization, empower the employees, build teamwork, and give direction for the future. To get started, a planning team must be selected. A big question is who should be on the team, which is made up of 5-12 persons who can make the planning process a success. The team should include members of the staff officers, a labor representative and other stakeholders. It is important that the team understand the planning process, including time commitment. Wallace (2006) promotes the following 10-step model as a compilation of the best practices of other business models that have been implemented successfully by many departments. The ten steps include:

- Understanding and applying the values of the department
- Identifying the department mandates
- Developing the mission of the department
- Understanding and defining the philosophy of operation
- Assessing the challenges and opportunities of the external environment
- Assessing the weaknesses and the strengths of the internal environment
- Identifying the strategic issues faced by the department
- Creating strategic goals for the strategic issues
- Creating the department’s ideal future through proactive futuring
- Operational planning from a strategic perspective

These ten steps are considered the framework for developing a strategic plan. However, Wallace states, “the method of developing a strategic plan is not as important as the process.” The appendix is a valuable part of this reference, it provides many forms and resources for use in the planning process.

Conducting an assessment or evaluation of the Eaton Fire and EMS division’s ability to respond and the hazards that exist in the community are critical to the planning process. *Executive Analysis of Fire Service Operations in Emergency Management* (DHS, 2005) clarifies the process for evaluating the risks that exist in a community. Many communities are unaware of existing hazards. Conducting community risk assessment includes an evaluating the effects various risks have on the community and the department, and developing response strategies. Before developing a strategic plan, a community and fire department must understand the current and future demands that need to be considered in the planning process. Hazard identification helps with emergency planning, resource assessment, personnel needs and justification for change in operations and budgeting. The community risk assessment begins with hazard identification followed by a vulnerability assessment. The information is then compiled to develop a risk rating for the community.

Following a community risk assessment, it is imperative to assess the capabilities of the department. Departments that have not conducted an assessment are guessing they are ready for mobilization. Questions that must be answered include: Are personnel adequately trained? Can adequate first response resources be mobilized? Is the water system able to flow required GPM? Are automatic and mutual aid agreements in place to assist with large incidents? Are appropriate plans in place to

handle those situations that are likely to occur? Completing these and other evaluations, as well as honestly evaluating capabilities, will be a critical part of the planning process and will impact staffing, budgeting, and capital improvement plans. In Addition, an honest assessment of capabilities can potentially affect the mission of the organization.

National Fire Protection Association Standard 1201, *Providing Emergency Services to the Public* (NFPA, 2004) is both a reference and a recommended standard of operation for emergency service providers. This standard illustrates the responsibilities and authorities of a department that is undergoing a risk assessment. Departments are encouraged to develop programs, review them regularly, and evaluate the service area in which hazardous situations exist or could develop. The standard further recommends close review of those facilities that pose a high level of risk to the community way of life safety or large property loss, or critical infrastructure.

NFPA 1201 (2004) clearly provides recommendations for the types of service to be provided. These services should address the hazards that exist and provide safety to the community; recommended service should accomplish the following:

- Save lives
- Prevent or mitigate fires, injuries, and emergencies
- Work through a system of emergency management
- Minimize damage to property and the environment
- Protect critical infrastructure
- Perform emergency medical services
- Protect the community from other hazardous situations
- Perform response to and mitigation of events of terrorism



- Perform rescue services
- Perform other community-related services

NFPA 1201 (2004) also recommends departments become involved in master planning, including the vision, mission, values, and goals of the organization. The department is encouraged to develop a plan that addresses all service areas and responsibilities and must be fiscally sound. In addition, the department must consider all hazards that exist or may exist as the community grows. NFPA 1201 (2004) recommends that master planning address the risks that exist in the service area for a period of 10 to 20 years.

T. Wright (2007), Morrisville, North Carolina, concluded that planning is often reactionary. Wright also noted the importance of obtaining support from department members and city government. Wright established the importance of identifying the appropriate stakeholders to participate in the planning process. Once the strategic plan was developed, it would cover a period of 20 years and be reviewed during the annual budget development process, with a thorough review conducted every four years.

J. Barlow (2005) of the Bloomington Indiana Fire Department also states the planning process for his fire department to be reactionary. The department had no strategic plan, so Barlow identified the procedures the Bloomington department would use to implement a strategic planning process. Barlow recommended the department follow the important elements of strategic planning including identifying the participants and establishing long and short term planning objectives. Additional recommendations include a slower pace for change than what is often found in business and industry.

## Procedures

In an effort to develop a better understanding for the strengths, weaknesses, opportunities and threats of the fire and EMS division, several assessments were conducted. Evaluations and assessments of staffing, budget and finance, community needs, equipment needs, assessment of future needs, operational needs, and community risk were conducted. Staffing was evaluated against recommendations from NFPA 1720, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments* (2004). The standard identifies response times, management of various types of emergencies, incident management, and safety (list is not all-inclusive). Fire and EMS division statistical response information found in the *City of Eaton, Fire and EMS Division Annual Report* (Royer, 2007) was compared to NFPA 1720 to establish benchmarks for emergency response. This information illustrated staffing strengths and weaknesses. Budget and finance was discussed with the City of Eaton Finance Director (Renner 2007). The conversation with Ms. Renner provided valuable information regarding the City of Eaton's approach to financial planning and funding of fire and EMS operations. Having an understanding of the city's philosophy of funding for the various divisions illustrated the conservative nature of the city and the latitude this provided in presenting plans. This information was used in developing the necessary apparatus and equipment replacement schedule in appendix D.

An assessment of community needs related to the delivery of fire, rescue and emergency medical services was conducted. This assessment included community and department history, evaluation of business and industry, review of city infrastructure,

community demographics, fire and life safety hazards, and fire and EMS division history. All of the aforementioned information assisted in developing the strength, weakness, opportunity, and threat (SWOT) analysis.

Assessment of equipment began with review of existing inventory followed by an evaluation of equipment needs based on fire and EMS operational considerations. Additional equipment considerations were based on NFPA and ISO recommendations and requirements as well as the recommendations of the fire and EMS division administration. A list of equipment was developed and a projected replacement schedule was put together (appendix D)

Fire and EMS division administration evaluated current operations. A survey (appendix B) was administered to the employees of the division. That feedback was included in the needs assessment and was assimilated into the future needs plan. Those outcomes were also used in the SWOT analysis. The survey was distributed to all 54 employees of which 27 (50%) responded. Although not all the surveys were completed, the results of the survey proved to be moderately helpful. To develop a relevant assessment of operations, several components were evaluated to including standard operating procedures (SOPs), training levels, response procedures and equipment status. These items coupled with the demographics and hazard assessment, will be used in the development of operational needs.

A community risk assessment was conducted using the model provided in the National Fire Academy course, Leading Community Risk Reduction (FEMA 2004). A functional assessment of the risks and challenges presented by the community is the foundation for future planning and development. The results of this evaluation

identified in the community risk rating are found in Appendix C. This assessment showed the following risk area(s) to be “High” risk, hazardous materials release; “Moderate” risk, tornado, flood, drought, school gunman, barricaded gunman, fuel or resource shortage, and power or utility failure; and all other areas were determined to be “Low” to “Very Low” risk.

There were several limitations identified throughout the research process. Of the surveys distributed, only 50 percent were returned, and a few were not complete. Another limitation was the knowledge and understanding of the strategic planning process. The employees had never been asked to participate in the past and had no ability, and in some cases, no interest in developing a strategic plan. The city administration supported the development of a strategic plan; however, due to time constraints, no committee was formed. The city manager and council understood the importance of strategic planning, however, they were not able to participate in the process due to time constraints presented by their outside commitments. An additional limitation was the time needed to develop a strategic plan in relationship to project deadlines. This will require the initial plan to be reviewed and modified each year. Notwithstanding these limitations, enough information was gathered through this research to develop the basic framework of a strategic plan.

### Results

The process of developing a strategic plan for the fire and EMS division started with discussing the process with the city manager. The city manager was encouraging and anxious to see the results. He was very willing to provide information and assistance. However, he did not have time to commit to a long process. When asked

about involving the city council, he indicated he was not sure their involvement would be helpful, as they knew little of fire and EMS operations and needs.

A review of Eaton City Ordinances was conducted to identify the local requirements for the fire and EMS division. The local requirement of service delivery included the suppression of fire and other emergencies. Local ordinance also establishes an EMS division for handling medical emergencies. These ordinances were recently modified by city council to establish one division head for the both fire and EMS divisions. Local ordinance does not outline the specific services to be provided by each respective division.

To better develop an understanding of the services provided, a personal assessment was conducted of operations. Division operations were compared against national trends for service delivery and nationally accepted standards of performance found in the Ohio Revised Code, ISO evaluation criteria, and fire department operation standards. The evaluation revealed that the division was under-staffed, that recruiting and retention of personnel was poor, training levels of personnel was poor, that planning and preparation for response was not formalized, and that abilities and capabilities were overstated. Daytime staffing for fire and EMS response was nearly non-existent, having an average response of four personnel for structure fires. Recruiting and retention of personnel was poor. A four-year period had passed since the last volunteer firefighter recruit class. Training levels of personnel was poor. Of the 24 suppression personnel on the roster, three were trained to firefighter 2, one trained to firefighter one, the remaining employees had 36 hour volunteer firefighter training. Planning and preparation for response was not formalized. Only a few

members of the division were familiar with the water system, area businesses, and potential hazards to the community. In addition, pre-incident planning was conducted by one member of the department, and when that person died, all records were lost. Standard operating procedures (SOPs) are essential to division training, preparation, and response. SOPs had not been updated in a number of years and had never been distributed to current employees. The division did not have any written rules or regulations; employees did not know boundaries or expectations.

The potential for fire hazard was also evaluated. The central business district dates back to the late 1800's. Building use and ownership has changed many times over the years; many buildings had never had fire safety inspections. The potential exists for a significant fire in the central business. Many residential properties also date back to the 1800's. Building codes were nonexistent; zoning restrictions were absent. As a result, many buildings pose moderate hazards. Structure separations are narrow which increases the potential for fire conflagration.

Emergency operations were also evaluated. The fire and EMS division had three full time employees: one fire chief, one assistant fire chief and one assistant chief of EMS. Volunteer and part-time employees were paid on-call; some EMS providers were paid stipends to be available from home for various shifts. Fire response during business hours was dangerously low with, 3-5 volunteers available for emergencies. Response time for both fire and EMS emergencies varied from four to eight minutes. Use of resources was also evaluated including incident management, matching resources with nature of call, skill levels of responders, and coordination of responders.

The results of these evaluations revealed the need for sweeping changes in training, response procedures, staffing, and fire ground management.

Several documents were reviewed for information that would help with developing a strategic plan for the fire and EMS division. Strategic planning for business and industry focuses on sales and marketing, manufacturing, product development, and resource management and development. Review of several department plans revealed the focus to be on using a system of evaluation call SWOT. SWOT is an acronym for strengths, weaknesses, opportunities, and threats. This concept requires an organization to evaluation various aspects of the operation identifying the strengths, weakness, opportunities, and threats. A review of this information illustrates various methods of evaluating organizational needs and planning. The information would lead one to believe that the method is not as important as the process. Selecting the method should be based on the goal of organization, be it manufacturing, sales, or service.

Through the process of evaluating the organization, it became clear that adequate resources and the necessary time to develop a comprehensive strategic plan were not available. Recommendations for developing a strategic plan include assembling a planning committee, accessing the expectations of the community, conducting a risk assessment and planning all aspects of service delivery. Strategic planning committee members should consist of community, business, political, department, and citizen stakeholders.

Through action research, which included reviews of many written sources as well as interviews and evaluations of community hazards, this researcher identified the necessary information to answer the following questions:

Question #1: What should be evaluated as part of a strategic plan?

The first and most obvious area to evaluate was division operations. Comparing existing operation with national professional standards revealed inadequate staffing, poor response times and inadequate training. Evaluation of fire suppression operations was somewhat misleading. The division has a boat but no water rescue training. There were hazardous materials level three suits but no hazardous materials response capabilities. These and other examples gave the appearance of capabilities that did not exist. Operational planning and development must be a priority.

Training and professional development were evaluated. As previously mentioned, training and professional development would be necessary to move the organization forward. Until recently, the majority of suppression personnel, including the former fire chief, had Ohio 36 hour volunteer firefighting certification. Comparing training levels to potential fire and life safety hazards revealed these two items were not in balance. Training and professional development must be part of strategic planning.

A community risk assessment (appendix C) was conducted to identify the potential for various hazards. A community risk assessment allows for planning and development of operational needs. This assessment revealed the need for additional training, equipment and operational procedure development. Evaluation of fire prevention and education showed the need for development of fire prevention, inspection and education programs.



An evaluation of community expectations was not conducted due to time constraints, but, will be considered in the future. In 2005, Eaton City Council evaluated community needs and began making changes. This plan included merger of operations and management of the fire and EMS divisions under one department head and improving the level of service and professionalism. The only current barometer of division performance was the response to a recent public safety levy. In November of 2007, it was necessary to renew the existing public safety levy. The community supported the changes in the organization with a vote of 72% in favor of the levy. This was the largest margin of support in 22 years. A comprehensive assessment of community expectations is still needed.

Budget and finance is another important area of strategic planning. Having the resources to support staffing, equipment, and apparatus purchases is essential. Funding is provided through a public safety levy and EMS billing. Increases in funding will come from community growth and increased run volume and revenue from EMS billing. Currently, increasing the public safety levy to support service expansion is unlikely.

Question #2: What period should be covered by the strategic plan?

The consensus from the literature review indicates strategic plans can vary in length; however, the suggested standard is ten years with regular reviews and updates. The fire and EMS division has never had a strategic plan or any planning other than capital improvements and replacement schedules.

Question #3: What evaluation methods should be used to conduct an assessment of division operations? Research illustrates several methods of evaluation to including

identifying the current values of the organization, then a values driven organization with a vision can be created guiding the organization into the future. This evaluation is based on comparison with organizational mandates, local expectations and ordinances, state laws, professional and national standards, and accepted moral and ethical standards. Obtaining input from stakeholders through community awareness meetings, visiting service groups and organizations, distributing surveys, and establishing committees are all ways to obtain useful information. Conducting a professional assessment of operations will assist in identifying strengths and weaknesses. Involving other professionals from outside the organization may provide a more objective evaluation and outcome.

Question #4: How should the plan be packaged and presented to council and city manager? Members of council should be involved in the planning process from the beginning. Regular progress reports should be given to city council through the city manager. Issues that may affect budget and finance should be reviewed and approved by the finance director prior to city council review; failing to do so could impede the implementation process. There may be a need to educate members of council in matters associated with department operations and planning, so finding opportunities educate council members formally and informally. The final plan will be given to the city manager who will disseminate the information to city council. An opportunity will likely arise to present the plan in a formal setting.

#### Discussion

The strategic planning process is important to the growth and development of an organization. Business and industry must stay competitive, developing products and

services that will grow their businesses. Business and industry must evaluate their competition, their markets, and research production and marketing costs. These processes must be evaluated often to ensure they are on target. The planning process for business and industry must include product development based on projected consumer wants and needs. The pace of the planning review cycle is often a blur in the business world. The strategic plan for a technology company must include new product development that can keep pace with changing consumer needs. Although the planning processes are similar, business and industry will focus more resources on the strengths of the business and little time on the weaknesses.

Non-profit and public sector organizations, like fire departments, are encouraged to look at strengths, weaknesses, opportunities, and threats (SWOT). Unlike businesses, emergency service providers must address and alleviate weaknesses as well as build on strengths. A challenge for many fire departments is having the resources and time to do strategic planning. It is a catch twenty-two. The failure to plan will result in failure to grow. A failure to grow is a failing of the organization. The “threats” that face some departments are ever changing and much different from in years past. A fire department’s existence is not guaranteed. If community and political expectations are not met, this can result in failed tax levies, lack of community support for capital needs, litigation, regionalization / consolidation, and change in leadership. Fire departments must look for opportunities to develop community goodwill and support for operations. An example for the City of Eaton was the consolidation of fire and EMS divisions. With one department head retiring the opportunity to consolidate divisions was presented. This opportunity resulted in a consolidation of divisions leading to improved

service delivery. Strategic planning in any form would benefit the Eaton Fire and EMS Division. Resources are limited and it is imperative that those resources be used and applied correctly.

The division has many needs including apparatus replacement, facility improvements, training and certification, staff development, and improving fire prevention. Using SWOT as part of developing a strategic plan will give the division direction as well as methods for developing and addressing those needs. The planning process will also allow the division to build on strengths, including personnel, community support, and city government support. In addition, opportunities for growth and development include prevention, education and expansion of services.

### Recommendations

The City of Eaton Fire and EMS Division does not have a strategic plan. This research identifies a number of resources available to guide an organization in the development of a strategic plan. As stated in many sources, it is not about the plan, it is about the process and the periodic review and update of the plan that is important. The planning process is not complex; however, it takes commitment, involvement from a number of people representing a variety of groups, time, training and patience. Wallace (2006) has done a great deal of the work, researching volumes of material and consolidating his findings into a resource for those agencies interested in developing a strategic plan. Wallace's book provides guidance for the entire planning process, including forms and training material for planning committee members. As a component of this applied research project, an evaluation was completed of the organization and community. It became apparent that the resources to put together a

planning team were not immediately available; time would be needed to find and develop a planning team. That however, did not eliminate the need to develop a strategic plan for the fire and EMS division. As a result, a basic plan was developed using the SWOT method in many references.

The recommendations, based on the findings of this applied research project (ARP), include: 1) Review the draft strategic plan (Appendix A) with the city manager. This will provide an opportunity to discuss the need for additional planning and the development of a planning team. In addition, the city manager will be able to make recommendations regarding stakeholders to include the planning committee. This discussion will also allow an opportunity to discuss the long-term need of the organization. 2) Identify and develop a planning team. Include department staff, members of business and industry, citizen representation, representation from city government, and other stakeholders that are identified when discussing the organization of the planning team (Wallace, 2006). 3) Provide orientation and training to the planning team. In our community, many people to including elected officials, do not understand fire and EMS operations; training will include orientation to division operations and the strategic planning process. The first objective of the team will be to review the plan developed as a part of this ARP.

Once the planning team is in place it is recommended the team use the following ten-step process to develop a long-term plan or revise the plan attached (appendix A).

The ten steps include:

- Understanding and applying the values of the department
- Identifying the department mandates

- Developing the mission of the department
- Understanding and defining the philosophy of operation
- Assessing the challenges and opportunities of the external environment
- Assessing the weaknesses and the strengths of the internal environment
- Identifying the strategic issues faced by the department
- Creating strategic goals for the strategic issues
- Creating the department's ideal future through proactive futuring
- Operational planning from a strategic perspective

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# *City of Eaton*

## *Fire and EMS Division*



Strategic Plan

2008

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## **History**

In May of 2006, the City of Eaton City Council at the recommendation of the city manager implemented a plan to change the structure of the fire and EMS divisions of the City of Eaton. . Chief Stonecash, the Chief of Eaton Emergency Squad, had announced she would retire the end of September. This set in motion City Council's decision to combine the Fire and EMS Divisions under one department head. An assessment center followed and Chief Royer was hired in July 2006, beginning work in September.

City Council provided the necessary support for the new GFire and EMS chief to plan, organize and implement the initial organizational changes necessary to merge the two divisions. In November 2006, the initial implementation plan was presented and discussed at an open meeting of Eaton City Council. The initial plan included 24 hour staffing of both fire and EMS apparatus and conducting an assessment center to evaluate and promote three battalion captains to function as shift commanders. On January 1, 2007, the newly formed Fire and EMS Division began 24-hour, in-station staffing of one advanced life support (ALS) unit and two person staffing of one fire engine from 08:00 – 17:00 hrs Monday – Friday. Also during the last quarter of 2006, additional operational changes were developed and implemented to include: a new employee handbook, standard operating procedures, emergency response protocols, and training requirements.

Three persons were promoted to battalion captains and began work in April of 2007. These persons would have the responsibilities associated with running operations of their prospective shifts. The successful persons demonstrated basic abilities and would need training and development to meet the requirements of the "Position Description for Battalion Captain".

Having initial planning and implementation underway, it is essential to develop a strategic plan for the Fire and EMS Division. In doing so, the Fire and EMS Chief has evaluated the operations of the division, the age and use of apparatus, capital improvement replacement needs, training, community risks, and staffing.

### **Introduction**

Recognizing that the City of Eaton is the counties center of commerce, it is important to continually assess the service needs of the community. The ten-year plan is designed to define requirements and demands of service delivery. The plan is based on staff experience, evaluation of anticipated and planned growth, current infrastructure maintenance, community demographics, community risk assessment and service delivery standards. The strategic plan is to be reviewed annually and modified as needed.

Strategic plan programs are sub-divided into functional, operational, and administrative requirements. It is a systems approach, used to incorporate all facets of the business. The department's perspective of what is an essential service, will be clearly defined within our goals. The limits of the service provided and defining acceptable risk with service level requirements must be matched to the plan.

The programs described are fundamental to providing services to protect citizens, business and individual interests in the community and maintaining adequate levels of service to protect the community. We assess the value and delivery of a service based on the likelihood of potential harm to the community. These are essential services to a

community to protect the manufacturing base, the growing service and retail sector, small business development, health care facilities, and residential development. The department's transitional period of the past year – from separate, traditional volunteer service delivery organizations to a combination, broad based system. A system guided by community needs, with a consolidation or merging of resources has enhanced the service delivery system.

### **Vision Statement**

The vision for the City of Eaton Fire and EMS Division is to be regional leader in the delivery of fire, EMS and rescue services; to be a resource for others in training, education and information; to be well organized and have professional, well managed fire suppression, advanced life support, rescue, fire safety, fire prevention, and training programs as recognized by the community and city leaders.

### **Mission Statement**

The mission of the City of Eaton Fire & EMS Division is to provide prompt, efficient, skilled response to fire, rescue, and medical emergencies; provide fire prevention, public education, and safety services; and protecting the lives and property of our citizens with pride, professionalism and commitment.

### **Summary of Survey Results**

A survey (Appendix A) was given to the employees of the division to gain their perspective on the status of division equipment, certification level of division personnel,

quality and condition of apparatus, quality and condition of facilities, preparation of emergencies, availability of personnel, management, training, government and citizen support, preparation for emergency response, and customer service. Based on the responses to the survey, the following can be concluded:

- The quality of division equipment was perceived to be very good to excellent.
- The certification level of personnel was perceived as very good.
- The quality and condition of apparatus was perceived as being good to very good with one exception.
- The quality of division facilities was perceived to be very good.
- The quality of division equipment was perceived to be very good.
- The division's preparation to respond to basic emergencies was perceived to be very good to excellent.
- The division's preparation to respond to complex emergencies was perceived to be good to very good.
- The availability of paid on-call personnel as perceived to be poor to very good depending on the time of day.
- The division's management was perceived to good to very good.
- The support of the city government was perceived to be good to very good.
- The support of the citizens of the community was perceived to be good.
- The division's fire and EMS training was perceived to be good to very good.
- The division's response to fire and EMS emergencies was perceived to be very good to excellent.
- The division's service to the community was perceived to be very good.

I can be concluded that the perception of the employees is positive and the current path of the division is on track.

A survey was also given to the city manager and city council to gain their perspective on the status of division equipment, certification level of division personnel, quality and condition of apparatus, quality and condition of facilities, preparation of emergencies, availability of personnel, management, training, government and citizen support, preparation for emergency response, and customer service. Based on the responses to the survey, the following can be concluded:

- The quality of division equipment was perceived to be very good to excellent.
- The certification levels of personnel was perceived as very good.
- The quality and condition of apparatus was perceived as being good to very good with one exception.
- The quality of division facilities was perceived to be very good.
- The quality of division equipment was perceived to be very good.
- The division's preparation to respond to basic emergencies was perceived to be very good to excellent.
- The division's preparation to respond to complex emergencies was perceived to be good to very good.
- The availability of paid on-call personnel as perceived to be poor to very good depending on the time of day.
- The division's management was perceived to good to very good.
- The support of the city government was perceived to be good to very good.
- The support of the citizens of the community was perceived to be good.

- The division's fire and EMS training was perceived to be good to very good.
- The division's response to fire and EMS emergencies was perceived to be very good to excellent.
- The division's service to the community was perceived to be very good.

I can be concluded that the perception of the city manager and city council is positive and the current path of the division is on track.

### **Summary of Community Assessment**

Eaton is a community with a rich history. Founded in the early 1800s, Eaton's Fort Saint Clair was a battle site of the Indian / American war. Eaton's original downtown area is anchored by the Preble County Courthouse, built in 1835. As the county seat, Eaton is the center of commerce for Preble County. Eaton also has several large employers offering a variety of jobs to the community and surrounding area. Considering the economic and social significance of Eaton, the Eaton Fire and EMS Division has a tremendous responsibility of providing life safety services to the community. The significance of the historic business to the community cannot be underestimated. These old buildings have gone through many occupants and have been recycled many times. The challenge of providing suppression and avoiding a conflagration is great. Many of the businesses pose challenges specific to the occupancy and operation to include hazardous materials, large quantities of combustibles, and other specific hazards. An assessment of the community was conducted to determine the hazards and challenges that face the division. The results of that assessment (Appendix C) illustrate the Community Risk Rating are as follows:



- Natural Events - to include drought, flood and tornado present a moderate risk.
- Technological Events – to include fuel/resource shortage and power/utility failure pose moderate risk; the hazard potential for hazardous materials incidents would be considered high
- Civil Events - to include school violence and barricaded gunman present a moderate risk.

The risk of fire and other hazards is always present. A significant fire in a major employer would have a dramatic impact on the community; however, these occupancies have fire protection systems that dramatically reduce the potential of an incident. All other conditions and situations pose low to very low threat as identified in the community assessment, although the possibility of these occurrences is low to very low, a single event in the central business district or a major employer could have a significant impact on the community.

### **Division Assessment**

The Fire and EMS Divisions operated for many years as separate volunteer divisions. It has only been during the past five to six years that there has been cooperation and coordination at emergencies. However, little coordination took place with regard to budget and finance concerns causing duplication of effort, equipment and supplies. In an effort to assess the abilities and needs of the fire and EMS Division, an evaluation of the strengths, weaknesses, opportunities and threats was conducted.

Strengths are defined as those things the division does well; those resources that contribute to the mission; or those internal and external conditions that have a positive

influence on the operations of the division. The following items are considered strengths of the division.

- Support of Eaton City Manager, City Council and Mayor
- Employees
- Community support
- Apparatus and equipment
- Availability of training
- Management

Weaknesses are defined as those things the division does poorly or not at all; those resources that contradict the mission; or those internal and external conditions that have a negative influence on the operations of the division. The following items are considered weaknesses of the division.

- Apparatus
- Employees
- Staffing
- Daytime fire / rescue response
- Fire prevention programs
- Community education
- Training facilities

Opportunities are those environmental conditions that would allow for the improvement of operations and customer service; those conditions would include but not limited to:

- Fire prevention and inspection
- Alternative funding
- Public education programs
- Expanding EMS operations

Threats are those environmental conditions that would have a negative effect on the operations of the division or the delivery of services and customer service; those conditions would include but not limited to the following.

- Economic down-turn
- Funding restrictions
- Community support
- Loss of employment force
- City administration change
- Lack of training
- Lack of fire prevention programs

### **Recommendations**

The City of Eaton Fire and EMS is expected to provide fire suppression, emergency medical, basic crash and accident rescue and hazardous materials services. To meet this need, adequate personnel with sufficient training and the necessary equipment must be available. In addition to response, the single best way to protect the community and its citizens is through fire prevention, public education and fire inspection and code enforcement. The following recommendations will address the need of the Fire and EMS Division.

**Apparatus and Equipment** – the current condition of apparatus and equipment is not adequate. Although most apparatus is in very good condition, there is an immediate need to replace the aging and inadequate ladder truck and second out medic. The aerial apparatus is difficult to place at emergencies because of the limitations of the original design. The second out medic often has maintenance problems and has an excessively rough ride. The equipment carried on fire apparatus is often inadequate and ineffective. There is a need to replace and properly position equipment to improve efficiency and meet the modern demands for fire suppression and rescue needs. Planning and budgeting will address these and other needs for apparatus and equipment.

**Staffing and Emergency Response** – Staffing for a residential fire emergency is determined by the nature and extent of the fire and the tactical objective needed to bring the situation under control. Recommended response for a residential fire is 12 -15 personnel including the incident commander. Recommendations also suggest the first arriving in companies arrive within four minutes and the remaining first alarm response companies arrive within eight minutes. In the past year, response time have improved to meet these recommendations, however, the number of available responders during the day remains inconsistent and unreliable. Recommendations include developing a recruiting and retention program for volunteers, request that local employers allow volunteers to respond to significant emergencies during daytime hours. An additional option would be to cross train city public safety workers to assist at emergencies during the business day.

Staffing of EMS remains a challenge. Requests for service continue to climb and staffing of a second ALS unit continues to be difficult. Recommendations to address this issue include: recruit and train new paid on-call employees, move from paid on-call staffing during peak times to part-time, in station staffing with cross-trained personnel that could also assist with fire and rescue response.

**Public Education And Fire Prevention** – The division is involved in many community activities and provides fire and life safety information at these events. Fire prevention and education is also presented annually during fire prevention week at local elementary schools. The division's fire inspection and code enforcement activities need development. Recommendations include prioritizing occupancy inspections based on life safety hazards and developing an inspection schedule. The division only has one inspector, it would be recommended that other employees be trained to conduct inspections and establish inspection goals for the division.

**Emergency Operations** - It is believed that the community expects the Fire and EMS Division to handle any emergency that could arise. It is important to educate the community be educated about the abilities of the division. There are many challenges within the community; some of those include the high volume for train traffic. Trains pass through the community 30 – 40 time a day. Train tracks divide the community north and south, and east and west. A second concern would be the special hazards created by local manufacturing like magnesium and hazardous chemicals. Also, a large fire would overwhelm fire response resources. Mutual aid departments are several miles away; the training and operational knowledge of these departments is somewhat limited to village and rural fire operations.

The operational focus of the Fire and EMS Division should be narrowed to fire, basic rescue, hazardous material operations level, and EMS staffing two ALS units, one BLS unit and making the primary engine an ALS first responder. Firefighters need to be trained to a minimum of firefighter 1 with special training in hazardous materials, auto extrication and basic rescue, engine company operations, ladder company operations, and multi-company operations. Emergency medical service should continue to develop personnel and look for ways to provide improved service. This can be accomplished by consulting with other agencies and the division's medical director.

**Administrative Considerations** – The recent reorganization was a good step in developing the administration. Recommendations to develop administrative needs of the division include, developing the new officers through training and mentoring. Identify their strength and areas needing development and help them develop professionally. Training should include application to the National Fire Academy and promoting higher education.

**Budget and Finance** – continue to develop consistent and adequate sources of funding to expand operations to meet the needs of the community. This would include improving daytime staffing in the absence of available volunteer response to fires and rescues. Although most apparatus and equipment needs are met, it will be necessary to provide funding for apparatus and equipment replacement necessary to provide basic services. As review of this plan is conducted, modifications will be necessary to meet the community changes that could not be anticipated. Appendix B identifies a replacement schedule for apparatus and equipment.

### **Summary**

The City of Eaton Fire and EMS Division has a good foundation for development and growth. The support of city administration has allowed division management to proceed with the necessary changes to meet the vision and mission of the division and the expectations of the community. Department personnel have a positive perception of the direction of the division. This will help in developing the necessary goals to address the recommendations. The division can take some immediate action to address some of the recommendations to include conducting fire safety inspection and training additional inspectors, establish an operational plan to address apparatus and equipment needs, develop a training and education plan, and develop a recruiting and retention plan for staffing. Review of this plan will allow for additional goal refinement and the development of objectives to map implementation.

Risk Rating								
Hazards List	Possibility of Occurrence			Vulnerability			Risk	Community Hazard Classification
	Likely	Possible	Unlikely	High	Moderate	Low	Rating	
	(3)	(2)	(1)	(3)	(2)	(1)	Probability x Vulnerability	
Natural Events								
Drought		2			2		4	Moderate
Fire		2				1	2	Low
Snow/Ice/Hail		2				1	2	Low
Windstorm		2				1	2	Low
Heat/Cold Extreme		2				1	2	Low
Flood		2			2		4	Moderate
Earthquake			1			1	1	Very Low
Tornado		2			2		4	Moderate
Landslide / Mudslide			1			1	1	Very Low
Lightning Storm			1			1	1	Very Low
Technological Events								
Hazardous Materials		2		3			6	Very High
Biological			1			1	1	Very Low
Explosions /Fire			1			1	1	Very Low
Transportation Accidents		2				1	2	Low
Building Collapse			1			1	1	Very Low
Power/Utility Failure		2			2		4	Moderate
Radiological Accident			1			1	1	Very Low
Fuel/Resource Shortage		2			2		4	Moderate
Financial Collapse			1			1	1	Very Low
Aircraft Crash			1			1	1	Very Low
Multi.-Casualty Incident		2				1	2	Low
Civil Events								
Economic Attack			1			1	1	Very Low
Terrorism			1			1	1	Very Low
Sabotage			1			1	1	Very Low
Hostage			1			1	1	Very Low
School Violence		2			2		4	Moderate
Civil Unrest			1			1	1	Very Low
Eco-Terrorism			1			1	1	Very Low
Barricaded Gunman		2			2		4	Moderate
Bombing / Threat		2			2		2	Low



## Apparatus / Equipment Replacement Schedule

	Purchased	Life Expect	Replace	2008	2009	2010	2011	2012	2013
<b>Communications</b>									
GM300 VHF 16 chan radio	1996	10	No						
2 Computers fire	Last 2002	5	2007	\$600	\$600			\$5,000	\$800
12 HT 1250 portable radios	1997	15	2012			\$3,000	\$3,000	\$3,000	\$5,000
9 Mobile radios fire	1996	15	2011			\$600	\$600		
3 Computers	2001	5	2006		\$600		\$1,300		\$1,400
6 Mobile radios EMS	2002,03,07	6	2008		\$1,200			\$2,000	\$2,000
6 HT1000 16 ch VHF radio	1997	15	2012				\$800		
Haz Mat computer	2004	7	2011				\$800		
Chief's Lap top	2006	5	2011				\$6,000		
MDT Computers		8			\$6,000	\$6,000			
<b>Support systems</b>									
Hose tester model HT-1.5C	2003	15	No						
Clothes washer	2006	10	2016						
Clothes dryer	2006	10	2016						
<b>Equipment</b>									
EMS PPE	2007	5	2011				\$2,000	\$2,000	\$2,000
8 AED	1999	10	2009		\$2,000	\$2,000	\$2,000	\$2,000	
3 Lifepak 12	2005, 06, 08	10	2012	\$16,000				\$18,000	
Rescue tool 1604	1999	10	2009		\$20,000				
Combi-tool 1608	2006	10	2016						
Airbag rescue system	2000	15	2015						
4 gas monitor bodyguard	1998	10	2009	\$0	\$700				
Zumro Deacon shelter	2003	15	2018						
2 1500 gal porta-tank	2004	15	2019						
2 Thermal imaging	1998	10	2009 / 2012	\$0	\$8,000			\$9,000	
<b>Personal Protection</b>									
SCBA fill station	2004	15	2019						
Breathing air compressor	2004	15	2019						
12 SCBA cylinders	2003	10	2013					\$32,000	\$6,000
25 SCBA scott 50 / cylinders	2002	10	2012						\$32,000
PPE dryer	2002	15	2017						\$8,000
Commercial clothes washer	1993	20	2013				\$13,310	\$14,641	\$16,105
25 PPE	5 / 5 years	5	Annually	\$10,000	\$11,000	\$12,100			

## Apparatus / Equipment Replacement Schedule

	Purchased	Life Expect	Replace	2014	2015	2016	2017	2018
<b>Communications</b>								
GM300 VHF 16 chan radic	1996	10	No					
2 Computers fire	Last 2002	5	2007	\$900				
12 HT 1250 portable radio:	1997	15	2012	\$5,000				
9 Mobile radios fire	1996	15	2011					
3 Computers	2001	5	2006		\$700	\$800	\$900	
6 Mobile radios EMS	2002,03,07	6	2008					
6 HT1000 16 ch VHF radic	1997	15	2012	\$2,000				
Haz Mat computer	2004	7	2011					
Chief's Lap top	2006	5	2011			\$900		
MDT Computers		8						
<b>Support systems</b>								
Hose tester model HT-1.5(	2003	15	No					
Clothes washer	2006	10	2016				\$1,000	
Clothes dryer	2006	10	2016				\$800	
<b>Equipment</b>								
EMS PPE	2007	5	2012				\$2,500	\$2,500
8 AED	1999	10	2009					
3 Lifepak 12	2005, 06, 08	10	2015		\$20,000			
Rescue tool 1604	1999	10	2009					
Combi-tool 1608	2006	10	2016			\$15,000		
Airbag rescue system	2000	15	2015		\$15,000			
4 gas monitor bodyguard	1998	10	2008					
Zumro Deacon shelter	2003	15	2018					\$8,000
2 1500 gal porta-tank	2004	15	2019					
2 Thermal imaging	1998	10	2008					
<b>Personal Protection</b>								
SCBA fill station	2004	15	2019					
Breathing air compressor	2004	15	2019					
12 SCBA cylinders	2003	10	2013	\$6,000				
25 SCBA scott 50 / cylinde	2002	10	2012	\$32,000				
PPE dryer	2002	15	2017				\$14,000	
Commercial clothes washe	1993	20	2013					
25 PPE	5 / 5 years	5	2008	\$17,716	\$19,487	\$21,436	\$23,579	\$25,937

## Apparatus / Equipment Replacement Schedule

Vehicles / Apparatus	Purchased	Life Expect	Replace	2008	2009	2010	2011	2012	2013
1937 American-LaFrance Pumper	1937	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1992 Ford F350 Grass fire truck	1993	20	2013						\$45,000
1986 Ford / Pierce Pumper	1986	20	2006	N/A	N/A	N/A	N/A	N/A	N/A
1990 Ford / Pierce Pumper/Tanker	1990	20	2010			\$250,000			
1985 Ford / Seagrave Ladder Truck	1985	20	2005	\$550,000					
1999 E-One/Freightliner Rescue / Haz-Mat	1999	20	2019						
1993 E-One Pumper/Tanker	1993	20	2013						\$275,000
1996 E-One pumper w/ 1000 gal tank	1996	20	2016						
1995 Chevy S-10 blazer staff vehicle	1995	12	2007		\$20,000				
2007 Ford F250 staff vehicle	2007	10	2017						
2002 Ford / Horton ambulance	2002	6	2008		\$130,000				
2003 Chevy / Braun ambulance	2003	6	2009				\$140,000		
2007 Ford / Horton ambulance	2007	6	2013						\$150,000
12' MRU trailer	2003	15	2018						
MRU	2003	10	2013						
2004 16' Haz Mat trailer	2004	15	2014						
<b>Facility</b>									
Furniture	2006	8	2014						
Furniture	2002	8	2010			\$2,000			
Carpet / tile	1997	10	2008	\$2,000					
Paint	1997	10	2008	\$1,000					
Roof	1997	20	2017						
Heating / cooling	1997	20	2017						
<b>Totals</b>				\$581,608	\$202,109	\$277,710	\$171,821	\$89,653	\$545,318

## Apparatus / Equipment Replacement Schedule

Vehicles / Apparatus	Purchased	Life Expect	Replace	2014	2015	2016	2017	2018
1937 American-LaFrance Pumper	1937	N/A	N/A	N/A	N/A	N/A	N/A	N/A
1992 Ford F350 Grass fire truck	1993	20	2013					
1986 Ford / Pierce Pumper	1986	20	2006	N/A	N/A	N/A	N/A	N/A
1990 Ford / Pierce Pumper/Tanker	1990	20	2010					
1985 Ford / Seagrave Ladder Truck	1985	20	2005					
1999 E-One/Freightliner Rescue / Haz-Mat	1999	20	2019					
1993 E-One Pumper/Tanker	1993	20	2013					
1996 E-One pumper w/ 1000 gal tank	1996	20	2016			\$300,000		
1995 Chevy S-10 blazer staff vehicle	1995	12	2007					
2007 Ford F250 staff vehicle	2007	10	2017				\$35,000	
2002 Ford / Horton ambulance	2002	6	2008					
2003 Chevy / Braun ambulance	2003	6	2009					
2007 Ford / Horton ambulance	2007	6	2013					\$8,000
12' MRU trailer	2003	15	2018					
MRU	2003	10	2013	\$10,000				
2004 16' Haz Mat trailer	2004	15	2014		\$10,000			
<b>Facility</b>								
Furniture	2006	8	2014					
Furniture	2002	8	2010	\$2,000				\$2,500
Carpet / tile	1997	10	2007					\$2,000
Paint	1997	10	2007					\$1,200
Roof	1997	20	2017				\$15,000	
Heating / cooling	1997	20	2017				\$10,000	
<b>Totals</b>				\$77,630	\$67,202	\$340,152	\$104,796	\$52,155

## Appendix B



# City of Eaton

## Fire and EMS Division

### QUALITY Survey

Below are questions about the services we provided. For each item identified below, circle the number to the right that best fits your judgment of its quality. Use the number scale below as a guide to assist you in selecting the level of quality ranging from 1 (poor) to 5 (Excellent).

Description/Identification of Survey Item	Scale				
	P o o r		G o o d		E x c e l l e n t
1. The quality of the fire suppression equipment available	1	2	3	4	5
2. The quality of EMS equipment available	1	2	3	4	5
3. The quality of rescue equipment available	1	2	3	4	5
4. The certification levels of fire suppression personnel	1	2	3	4	5
5. The certification levels of EMS personnel	1	2	3	4	5
6. The quality and condition of pumpers / pumper-tankers	1	2	3	4	5
7. The quality and condition of rescue apparatus	1	2	3	4	5
8. The quality and condition of aerial apparatus	1	2	3	4	5
9. The quality and condition of EMS apparatus	1	2	3	4	5
10. The quality and condition of personal protective equipment	1	2	3	4	5
11. The quality and condition of stations and facilities	1	2	3	4	5
12. Preparation for basic fire emergencies	1	2	3	4	5
13. Preparation for basic EMS emergencies	1	2	3	4	5
Description/Identification of Survey Item	Scale				

**QUALITY Survey**

	<b>P o o r</b>		<b>G o o d</b>		<b>E x c e l l e n t</b>
14. Preparation for complex fire emergencies	1	2	3	4	5
15. Preparation for complex EMS emergencies	1	2	3	4	5
16. Management of emergency incidents	1	2	3	4	5
17. Availability of paid on-call fire/EMS response (7:00 a.m.–4:00 p.m.)	1	2	3	4	5
18. Availability of paid on-call fire/EMS response (4:01 p.m.–12:00 mid)	1	2	3	4	5
19. Availability of paid on-call fire/EMS response (00:01 a.m. - 6:59a.m.)	1	2	3	4	5
20. Management of fire / EMS operations	1	2	3	4	5
21. City government support of fire / EMS operations	1	2	3	4	5
22. Citizen support of fire / EMS operations	1	2	3	4	5
23. Availability of in-service fire training	1	2	3	4	5
24. Availability of in-service EMS training	1	2	3	4	5
25. Quality of in-service fire training	1	2	3	4	5
26. Quality of in-service EMS training	1	2	3	4	5
27. Response to fire related emergencies	1	2	3	4	5
28. Response to Rescue related emergencies	1	2	3	4	5
29. Response to EMS related emergencies	1	2	3	4	5
30. Level of service provided to our customers	1	2	3	4	5

## Definitions

**Advanced Life Support (ALS).** Emergency medical treatment beyond basic life support level as defined by the medical authority having jurisdiction.

**Advanced Cardiac Life Support (ACLS).** A nationally recognized curriculum to teach advanced methods of treatment for cardiac and other emergencies.

**Alarm.** A signal or message from a person or device indicating the existence of an emergency or other situation that requires immediate action.

**Alarm Time.** The point of receipt of the emergency alarm at the public safety answering point to the point where sufficient information is known to the dispatcher to deploy applicable units to the emergency.

**Ambulance.** A vehicle designed, equipped, and operated for the treatment and transport of ill and injured persons.

**Ambulance Service.** An organization that exists to provide patient transportation by ambulance.

**Apparatus.** A motor-driven vehicle or group of vehicles designed and constructed for the purpose of fighting fires.

**Arrival.** The point at which a vehicle is stopped on the scene of a response destination or address.

**Automatic Aid.** A plan developed between two or more fire departments for immediate joint response on first alarms.

**Automated External Defibrillator (AED).** A device that administers an electric shock through the chest wall to the heart using built-in computers to assess the patient's heart rhythm and defibrillate as needed.

**Basic Life Support (BLS).** Emergency medical treatment at a level as defined by the medical authority having jurisdiction.

**Call.** A request for assistance to which equipment and personnel are deployed.

**Call Processing Time.** The interval from call intake by the unit-dispatching agency to the time of unit notification, including answering the phone (alarm), gathering vital information, and initiating a response by dispatching the appropriate unit(s).

**Chain of Survival.** A metaphor to communicate the interdependence of a community's emergency response to cardiac arrest.

**Combination Fire Department.** A fire department having emergency service personnel comprising less than 85 percent majority of either volunteer or career membership.

**Company.** A group of members that is (1) under the direct supervision of an officer or leader; (2) trained and equipped to perform assigned tasks; (3) usually organized and identified as engine companies, ladder companies, rescue companies, or squad companies; (4) usually operates with one piece of fire apparatus (pumper, ladder truck, elevating platform, rescue, squad, ambulance); and (5) arrives at the incident scene on fire apparatus or assembles at the scene prior to assignment. The term *company*, as used in this standard, is synonymous with company unit, response team, and response group.

**Company Officer.** A supervisor of a crew/company of personnel.

**Compliance.** Adherence or conformance to laws, regulations, and standards.

**Computer-Aided Dispatch (CAD).** A dispatching method or process in which a computer and its associated terminal(s) are used to provide relative dispatch data to the concerned telecommunicator.

**Cross-Trained (CT).** An emergency service that allows personnel trained in two service functions, such as fire suppression and emergency medical care, to function in either role.

**Defibrillation.** The delivery of an electrical shock to the heart intended to reverse abnormal electrical activity.

**Defibrillator.** A device that delivers an electric shock through the chest wall to the heart and that requires operation by trained medical personnel.

**Deployment.** The procedures by which resources are distributed throughout the service area.

**Dispatch.** To send out emergency response resources promptly to an address or incident location for a specific purpose.

**Dispatch Time.** The point of receipt of the emergency alarm at the public safety answering point to the point where sufficient information is known to the dispatcher and applicable units are notified of the emergency.



**Emergency.** A condition or situation in which an individual perceives a need for immediate medical attention.

**Emergency Incident.** Any situation to which an emergency services organization responds to deliver emergency services and other forms of hazard control and mitigation.

**Emergency Medical Care.** The provision of treatment to patients, including first aid, cardiopulmonary resuscitation, basic life support (First Responder or EMT level), advanced life support (Paramedic level), and other medical procedures that occur prior to arrival at a hospital or other health care facility.

**Emergency Medical Dispatch.** The receipt and management of requests for emergency medical assistance in the emergency medical services (EMS) system.

**Emergency Medical Services (EMS).** Providing services to patients with medical emergencies.

**Emergency Medical Service System.** A comprehensive, coordinated arrangement of resources and functions that are organized to respond in a timely, staged manner to medical emergencies regardless of their cause.

**Emergency Medical Technician (EMT).** A term for any prehospital provider trained and certified at the EMT-Basic level or higher.

**Emergency Medical Technician-Basic (EMT-B).** A prehospital basic life support (BLS) provider with training based on the National Highway Traffic Safety Administration (NHTSA) National Standard Curriculum.

**Emergency Medical Technician-Intermediate (EMT-I).** A prehospital provider trained in some advanced life support (ALS) procedures such as IV therapy, in accordance with the National Highway Traffic Safety Administration (NHTSA) National Standard Curriculum.

**Emergency Medical Technician-Paramedic (EMT-P).** A prehospital provider trained according to National Highway Traffic Safety Administration (NHTSA) National Standard Curriculum to advanced levels.

**Emergency Operations.** Activities of the fire department relating to rescue, fire suppression, emergency medical care, and special operations, including response to the scene of the incident and all functions performed at the scene.

**Emergency Service System.** A method of providing services through a planned and organized network of physical and human resources utilizing mandates with a defined mission.

**En Route Time.** A measurement that begins at the time a response unit starts to move toward an incident, and the time the unit comes to a complete stop at the location of the incident.

**Fire Apparatus.** A fire department emergency vehicle used for rescue, fire suppression, or other specialized functions.

**Fire Chief.** The highest ranking officer in charge of a fire department.

**Fire Department.** An organization providing rescue, fire suppression, and related activities. The term *fire department* includes any public, governmental, private, or military organization engaging in this type of activity.

**Fire Fighter I.** The person, at the first level of progression as defined in NFPA 1001, Chapter 5, who has demonstrated the knowledge and skills to function as an integral member of a fire-fighting team under direct supervision in hazardous conditions.

**Fire Fighter II.** The person, at the second level of progression as defined in NFPA 1001, Chapter 6, who has demonstrated the skills and depth of knowledge to function under general supervision.

**Fire Protection.** Methods of providing for fire control or fire extinguishment.

**Fire Suppression.** The activities involved in controlling and extinguishing fires.

**First Responder (EMS).** The initial individual or medical team to provide emergency care at an emergency scene.

**Hazard.** A source of possible injury or damage to health.

**Hazardous Material.** A substance that presents an unusual danger to persons due to toxicity, chemical reactivity, or decomposition, corrosivity, explosion or detonation, etiological hazards or similar properties.

**High Hazard Occupancy.** Areas that have high hazard buildings, materials, processes, or contents.

**Incident Location.** The address or other identifiable area of an event.

**Incident Management.** The function of incident management is the overall management and coordination of, and accountability for, all responding personnel and resources.

**Incident Management System (IMS).** A system that defines the roles and responsibilities to be assumed by personnel and the operating procedures to be used in the management and direction of emergency operations; the system is also referred to as an incident command system (ICS).

**Initial Full Alarm Assignment.** Those personnel, equipment, and resources ordinarily dispatched upon notification of a structural fire.

**Medical Director.** A physician trained in emergency medicine, designated as a medical director for the local EMS agency.

**Medical Oversight.** The authorization for treatment by medical directors in local, regional, or state EMS systems.

**Member.** A person involved in performing the duties and responsibilities of a fire department, under the auspices of the organization.

**Multiple Casualty.** Injury or death of more than one individual in an incident.

**Mutual Aid.** Reciprocal assistance by emergency services under a prearranged plan.

**Outcome.** The result, effects, or consequences of an emergency system encounter on the health status of the patient.

**Protocol.** Protocols define the prehospital care management of specific patient problems.

**Public Safety Answering Point (PSAP).** A facility in which 9-1-1 or other emergency calls are answered, either directly or through rerouting.

**Quality Assessment (QA).** An assessment of the performance of structure, processes, and outcomes within the EMS system and their comparison against a standard.

**Quality Improvement (QI).** The activities undertaken to continuously examine and improve the products and services.

**Quint Apparatus.** A fire department emergency vehicle with a permanently mounted fire pump, a water tank, a hose storage area, an aerial device with a permanently mounted waterway, and a complement of ground ladders.

**Rescue.** Those activities directed at locating endangered persons at an emergency incident, removing those persons from danger, treating the injured, and providing for transport to an appropriate health care facility.

**Response.** The deployment of an emergency service resource to an incident.

**Response Time.** The elapsed time starting when the responding vehicle wheels begin rolling toward the address or incident and ending when the vehicle arrives on scene at the address or incident location.

**Staffing.** The number and level of training of personnel deployed on an emergency call.

**Standard.** A document, the main text of which contains only mandatory provisions using the word “shall” to indicate requirements and which is in a form generally suitable for mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions shall be located in an appendix or annex, footnote, or fine-print note and are not to be considered a part of the requirements of a standard.

**Stipen.** A monthly payment for being on-call for emergency response. The amount paid in the stipend is based on commitment of a minimum number hours of availability and certification level.

**Structural Fire Fighting.** The activities of rescue, fire suppression, and property conservation in buildings, enclosed structures, aircraft interiors, vehicles, vessels, aircraft, or like properties that are involved in a fire or emergency situation.

**Special Operations.** Those emergency incidents to which the fire department responds that require specific and advanced training and specialized tools and equipment.

**Standard Operating Procedure (SOP).** A written organizational directive that establishes or prescribes specific operational or administrative methods to be followed routinely for the performance of designated operations or actions.

**Standing Orders.** A direction or instruction for delivering patient care without on-line medical oversight backed by authority of the system medical director.

**SWOT Analysis.** A scan of the internal and external environment as they relate to the resources and capabilities of the department. Such factors are classified as (S) strengths, (W) weaknesses, (O) opportunities, and (T) threats when used in the development of a strategic plan.

**Tactical Considerations.** Specific fire-fighting objectives that are intended to support the strategy of the incident.

**Team.** Two or more individuals who have been assigned a common task and are in communication with each other, coordinate their activities as a work group, and support the safety of one another.

**Turnout Time.** The time beginning when units acknowledge notification of the emergency to the beginning point of response time.

**Turnout Activation.** Personnel preparation, boarding the vehicle, starting the vehicle, placing the vehicle in gear, and moving the vehicle towards the emergency scene.

**Unit.** A staffed and equipped emergency response vehicle.

**Volunteer Fire Department.** A fire department having volunteer emergency service personnel comprising 85 percent or greater of its department membership.